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Recommendations to alleviate racial imbalance in the schools were presented. These included: using open enrollment, in which parents can transport their children to any school where there are vacancies; transporting students to and from school sites at public expense to relieve overcrowding; redistricting school area boundaries to correct racial imbalance as well as exploring the possibilities of different organizations, such as a 4-4-4 school organization; constructing new schools on particularly good sites and adding to already existing schools; making available institutes and continuing inservice training programs in intergroup relations for all school personnel; and upgrading education and offering incentives.

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MINNESOTA--ST. PAUL

ED001956

Report of the

COMMITTEE ON RACIAL IMBALANCE in the ST. PAUL PUBLIC SCHOOLS

TO THE

St. Paul Board of Education

St. Paul, Minnesota

October, 1964

Office of Education-EEOP

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INTRODUCTION

Segregation of racial and ethnic groups is one of the major problems facing the American people today. Because of its function as a transmitter of culture and concomitant societal values, education, if it is segregated, has important consequences for us all. Especially is this true in a world which has become increasingly conscious of the need to recognize the worth and dignity of all humanity—a world which more and more requires associations which cut across racial, ethnic, and national identities and tends to make those identities irrelevant for many purposes.

The Supreme Court of the United States in *Brown vs. Board of Education* points out that education is perhaps the most important function of state and local governments. The traditional role of public schools and their importance are described thus:

"Today, education is perhaps the most important function of state and local governments. Compulsory school attendance laws and the great expenditures for education both demonstrate our recognition of the importance of education to our democratic society. It is required in the performance of our most basic public responsibilities, even service in the armed forces. It is the very foundation of good citizenship. Today, it is a principal instrument in awakening the child to cultural values, in preparing him for later professional training, and in helping him adjust normally to his environment. In these days, it is doubtful that any child may reasonably be expected to succeed in life if he is denied the opportunity of an education. Such an opportunity, where the state has undertaken to provide it, is a right which must be made available to all on equal terms.

"We come then to the question presented: Does segregation of children in public schools solely on the basis of race, even though the physical facilities and other 'tangible' factors may be equal, deprive the children of the minority group of equal educational opportunities? We believe that it does. . . .

"We conclude that in the field of public education the doctrine of 'separate but equal' has no place. Separate educational facilities are inherently unequal . . .

". . . We have now announced that such segregation is a denial of the equal protection of the laws. . . ."

A group of Southern Negro educators in commenting upon the Court's decision says:

". . . The Supreme Court's decision is a part of an evolutionary process which has been going on in the South and in the nation for a long time. The decision was not a sudden leap out of the American tradition. It was the right and moral thing to do. . . ."

In another part of their commentary they add:

". . . Let it be clearly understood that we are not pleading for Negroes alone. We are concerned about the best education that can be made available to every child in the South . . .

"We want the white child to have the best and we want the Negro child to have the best. It is the opinion of the Supreme Court that there cannot be equality of educational opportunity for the Negro child in a segregated system. Moreover, it is the opinion of the social scientists that it is not possible for the white child to receive the best education in a segregated system."

We share the perspective of these educators. Therefore we hold that the correction of racial imbalance in St. Paul schools is the right and moral thing to do. We, too, want for all our children the best education that can be made available. To this end we dedicate this report.

APPOINTMENT OF THE COMMITTEE

On June 2, 1964, the Board of Education established a committee of citizens representing a broad spectrum of the community (see Appendix A). This committee which had been recommended by the St. Paul School Committee was given an assignment to study racial imbalance in St. Paul schools (see Appendix B). Its specific assignments were:

1. To investigate the effects of racial imbalance on the education of students.
2. To make recommendations as to the solution of educational problems that may be associated with racial imbalance.
3. To suggest ways in which the Board of Education may work with the community in implementing these recommendations.

To find answers to the questions posed by the Board, members of the committee have read reports and studies made in other cities where serious attempts have been made to end *de facto* segregation, have interviewed members of the staff of the St. Paul school system, have conducted a hearing for parents in affected schools, have had a representation from the Mayor, and have received oral and written presentations by many civic organizations and church groups, and by interested individuals.

COMMITTEE PROCEDURES

The committee desired to institute certain procedures which it was believed would be helpful in obtaining necessary information and in gaining public support. First, all of those who wished to testify before the committee were invited to do so. So far as the committee was able to determine no person who had information to give or who wished to appear before the committee was denied that opportunity. Secondly, it was decided that all committee meetings should be open to the public. Thirdly, it was decided that individuals, as well as representatives of organizations, should be invited to appear before the committee. Next, it was believed that parents of children in schools which were racially imbalanced should be invited to submit their views. Since it was considered doubtful that many of them would come to the committee, the committee decided to have a meeting at the Maxfield School to which all parents of children in Maxfield, McKinley, Hill, Webster and Marshall Schools were invited to attend. At this meeting some 150 parents gave their views to the committee.

It was obvious that the schools named above were those principally affected by racial imbalance but the committee also, through its subcommittees, took note of conditions in a number of other schools.

The committee believed its principal task was concerned with problems of racial imbalance in the St. Paul schools. However, where racial considerations were involved, the committee gave consideration to the general upgrading of the St. Paul schools, since it is difficult, if not impossible, to separate these two matters completely.

The committee established five subcommittees all of which met several times and one of which, the Steering Subcommittee, met no less than ten times. In addition to the Steering Subcommittee, a Subcommittee on Building Inspection inspected the physical facilities in a number of racially imbalanced schools and in a number of other schools. Its report is found in Appendix C 1. A Committee on Upgrading Students submitted a fourteen-page report. Many of the recommendations of this subcommittee were approved and are found in the report of the committee. The complete report of the subcommittee is found in Appendix C 2. Another subcommittee planned the meeting at the Maxfield School including the matter of invitations, publicity and arrangements. Yet another subcommittee studied possible methods of securing acceptance of this report. Many of its recommendations are incorporated in the report and the complete report of the subcommittee may be found in the Appendix to this report.

The committee itself had twelve full meetings, averaging more than two hours each, and there were nineteen meetings of various subcommittees which averaged approximately the same amount of time. In addition committee members, believing it essential to be well-informed as to all aspects of this question, devoted many hours to reading and studying scores of reports, books, magazine articles, etc., concerned with this question. It was believed by the committee that a thorough knowledge of the problems, in St. Paul and elsewhere, was essential in order for it to arrive at reasonable, workable conclusions which would be accepted by the community.

DEFINITION OF RACIAL IMBALANCE

The committee, after extended discussion, adopted a working definition of racial imbalance. It was determined that racial imbalance exists in any school whose non-white ratio varies significantly from the same ratio in the district as a whole. This definition is a modification of the definition adopted by the Berkeley Citizens' Committee. Like that committee, our committee decided not to establish exact percentages or quotas, but left it for reasonable men to recognize racially imbalanced schools where they exist.

INFORMATION FROM ST. PAUL SCHOOLS

A sight count requested by the St. Paul Urban League and the St. Paul Chapter of the NAACP was conducted on April 23, 1964 (see Appendix D 1). Its object was to determine the nature and extent of student and personnel dispersion of Negro and other minority groups throughout the school system. The data reported show that some schools enroll no pupils of minority groups while others have a disproportionate enrollment. We call attention to the following:

Schools Studied

Maxfield Elementary School	89.6%	Negro
McKinley Elementary School	64.2%	Negro
Hill Elementary School	29.9%	Negro
Webster Elementary School	9.0%	Negro
Marshall Junior High School	31.5%	Negro

Schools Studied

Schools Not Studied

Franklin Elementary School	14.1%	Negro
Arlington Elementary School	13.0%	Negro
Como Park Junior High School	12.2%	Negro
Mechanic Arts High School	12.8%	Negro

Enrollments and teacher-pupil ratios at the schools under study compare favorably with other schools in the city system.

Relative achievement levels in the most racially imbalanced schools are considerably below the city average, but they are by no means the lowest.

All staff members assigned to the five schools studied have the required state certification. Comparison of the years of experience of teachers in these schools with the total population show the number of experienced teachers to be relatively fewer.

Teacher turnover was relatively low. Teachers who left Maxfield, McKinley, Webster, Hill, and Marshall, left for reasons which do not seem related to prejudice.

Teacher recruitment is concentrated mainly in an area of five states. Recruitment is conducted by three procedures: (1) by observation of the candidates; (2) by application; (3) by interview. Recruitment, employment, and assignment of non-teaching personnel follow the Civil Service pattern.

(See Appendix D for further material on this subject.)

EVIDENCE FROM SOCIAL SCIENCE LITERATURE

While we realize there is a distinction between *de facto* and *de jure* segregation, many of the sociological findings below are relevant to the topic of the effects of segregation on minority children.

In the Appendix to the Appellant's Brief entitled, "The Effects of Segregation and the Consequences of Desegregation: A Social Science Statement," the report says that segregation takes place in a social context, a social milieu in which race prejudice and discrimination exists. Some students question whether it is possible to have segregation without substantial discrimination.

The article also sets forth these effects of segregation:

"Segregation imposes upon individuals a distorted sense of social reality."

"Segregation leads to a blockage in the communications and interaction between the two groups. Such blockages tend to increase mutual suspicion, distrust, and hostility."

"Segregation not only perpetuates rigid stereotypes and reinforces negative attitudes toward members of the other group, but also leads to the development of a social climate within which violent outbreaks of racial tensions are likely to occur."

The fact of enforced segregation serves to remind minority groups of the differences in social status and are likely to produce feelings of inferiority and doubts about personal worth. Clark's appendix offers these reasons among others for his conclusion: (1) Enforced segregation results from the decision of the majority group without the consent of the segregated and is commonly so perceived; (2) historically, segregation patterns in the United States were developed on the assumption of the inferiority of the segregated.

Clark, in his book *Prejudice and Your Child,* writes this way about segregated schools:

"Segregated schools are symbols of discrimination and a mockery of our democratic ideals. . . . Both white and Negro children soon learn that the white school is considered superior and that the Negro children are sent to separate schools because the society in general considers them unworthy of association with other children. Even if the Negro schools were made equal or superior to the white schools, they would remain concrete monuments to the stigma of the alleged inferiority of the Negro; that they would in fact be gilded educational ghettos, reflecting undemocratic and unscientific attitudes that are incompatible with the goals of education."[1]

While it is difficult to prove conclusively that segregated schools as a solitary factor have deleterious effects upon minority children, there is sufficient social science evidence which suggests that segregated schools, when viewed in the societal context, do indeed have harmful effects.

EVIDENCE PRESENTED AT PUBLIC HEARINGS

Some 47 persons testified before the full committee (see Appendix G). A number of others were invited to give their views but declined to do so. In addition, the chairman and numerous other members of the committee received a number of letters and a rather large number of telephone calls in which they were favored with the views of many more citizens of our area. As has been previously stated, the committee knows of no instance where a person desiring to present views to the committee was denied that opportunity.

The minutes of the meetings, which contain the views of those who spoke before the committee, are on file in the office of the Superintendent of Schools.

[1]Kenneth B. Clark, *Prejudice and Your Child,* 2nd Ed., Boston: Beacon Press, pp. 86-87.

Additionally, the views of those who wrote out statements are also on file in the office of the Superintendent of Schools. Even a casual examination of this material would show that the committee received a very wide diversity of views from a cross-section of the community.

REPORT ON THE MAXFIELD SCHOOL MEETING

On July 23, 1964, fifteen members of the CRISP committee attended a meeting at Maxfield Elementary School as guests of the Parent-Teacher Association. The meeting was arranged because the committee felt it would be helpful to hear from parents of children who attend Hill, McKinley, Maxfield, and Webster Elementary Schools and Marshall Junior High School. Among the participants who offered statements at that meeting were:

Mr. Calvin Walton, Executive Secretary, Human Rights Commission
Mrs. Levi Strowder, Webster School
Mrs. Tommie Braddock, Maxfield School
Mr. Arthur McWatt, Teacher, Marshall Junior High School
Dr. George Berry, Hill School
Mr. Donald Lewis, Hill School, President of the St. Paul Branch NAACP
Rev. Floyd Massey, Pilgrim Baptist Church
Mr. Benjamin Bryant, Teacher, Mechanic Arts High School

The committee found the meeting to be very helpful. Many of the recommendations which grew out of the meeting are incorporated in this report. Others were thoroughly reviewed by the committee.

(See Appendix E for further notes on the meeting.)

OTHER CITIES AND AREAS

In the belief that experience elsewhere might be of value to the committee, documents were procured which gave in considerable detail the experience of other cities with similar problems. These documents are on file in the office of the Superintendent of Schools and their very bulk testifies to the fact that the problems faced by the committee are prevalent in wide areas of the eastern, northern, and western parts of the United States. The number of documents (see Appendix H) testifies also to the hours spent by committee members in informing themselves on this subject.

Specifically, the cities studied include Baltimore, Berkeley, Denver, Louisville, Los Angeles and New York City. An example of projects underway, and planned elsewhere, is the New York Higher Horizons Program.

(See "Upgrading Students" report in Appendix C 2.)

New York Higher Horizons Program

1. Demonstration Guidance Project
   a. Aim—to develop an effective program to assure every child the educational opportunities and stimulation consistent with his intelligence and potentialities sponsored by the Board of Education, College Entrance Examining Board, National Scholarship Service and Fund for Negro Students. 717 students (with latent academic aptitude) in three grades of one junior high school participated until completion of high school.
   b. Following things were done:
      1. Students were placed in small classes.
      2. They were provided with small group tutoring and intensive counseling, and clinical services of part-time psychologist and social workers.
      3. Participants were encouraged to improve scholastic achievement.
      4. On senior high level special orientation and preparation for college and jobs were given.
      5. Students took part in a very wide range of cultural activities—theatre, concerts, ballet, museums, trips to Washington, D. C., and many others.
      6. Faculty conferences, faculty meetings, and preparation of extensive guidance materials were a regular and continuing feature of the project.
      7. Special steps were taken to interpret programs to parents.
   c. Results[1]
      1. Medial reading ability of 700 students increased (from one year and four months below average) to 3 months above average.
      2. I.Q. test showed an average increase in verbal I.Q. of 7.7 points.
      3. There was a tremendous difference in achievement between graduates of a junior high—43 who went to school before the project began and those who entered afterwards.

[1] "De Facto Segregation in the Berkeley Public Schools"—Report of a citizens' committee, 1963, p. 24.

4. A by-product of the project was a marked improvement in attendance and a decline in delinquency and misbehavior in junior high school.

2. In 1959 the pilot Demonstration Guidance Project was extended with modifications and on a limited basis to other schools in New York under the name of *Higher Horizons.*
   a. The goal is better education and wider fields of choice for disadvantaged children.
   b. *Higher Horizons* entails guidance, teacher training, cultural experiences, cultural enrichment and adaptation, remedial service, parent and community education and inspiration.
   c. Program involves 64,075 pupils in 52 elementary, 13 junior high and 11 high schools.
   d. Results—preliminary estimates are encouraging; a full evaluation due in 1964.

SPECIAL PROJECTS, ST. PAUL

"The efforts of the school administration in upgrading are aimed primarily at the culturally deprived child; usually this coincides with the schools where there is a concentration of Negroes.[1]

A. An attempt has been made to keep class size down.
B. When it appears necessary (usually in the judgment of the principal) fees for activities are waived.
C. A school psychologist did special work with a group in motivation seeking ways to motivate toward higher attainment. Toward this end, the Maxfield principal has been inviting successful Negroes to speak at assembly programs. (Low aspirations and insufficient motivation are characteristic of many children in low socio-economic areas.)
D. A teacher, unassigned as to regular classroom duties, was assigned to Maxfield to deal with learning difficulties; this was found to be quite helpful.
E. The St. Paul school system has special instruction teachers who have a small number of youngsters to train as sort of a second kindergarten—effect is to give child extra preparation for the first grade. One such teacher was at Maxfield last year.
F. The Adult Education Department conducted an eight-week program to teach wives and mothers (25 participants) at the Roosevelt Homes to make more and efficient use of money and materials available to them. College girls operated a nursery (8 to 10 children) so mothers could be free to attend class. The Housing Authority and the Adult Education Department felt the program was helpful and fruitful; the latter wishes to expand it.
G. Students at McKinley participated in a remedial reading program at Dayton Avenue Presbyterian Church. Education students at area colleges assisted. Teachers felt that participants' reading improved.
H. The Council of Jewish Women (with state and city aid) plans to operate a nursery school at McKinley. This program will be designed to provide advance preparation for school.
I. The American Association of University Women conducted a remedial reading program for forty children from Hill and Webster Schools. The reading level of participants was increased considerably.

(See Appendix C 2, "Upgrading Students")

FINDINGS

1. The committee finds that there is racial imbalance in the St. Paul schools as indicated by statistics which grew out of estimates made in the sight count. The sight count also indicates that teachers from minority groups are well distributed throughout the system but there is a need for more teachers from minority groups. (See Appendix D 1.)
2. While our schools are good and our administrative staff is competent, it is obvious that for reasons of finance many desirable educational programs have not been undertaken. We find that there is a need to employ more counselors, social workers, and teachers of remedial reading.
3. Having determined that there is racial imbalance in certain of the St. Paul schools, most notably in the McKinley and Maxfield Schools, the committee carefully considered methods of solving this problem. The committee found that among the methods that might be used to solve the problem are:
   a. Drastic redistricting of the schools involved.
   b. Advertising a policy of open enrollment.
   c. Pairing of the imbalanced schools with contiguous schools.
   d. Requiring public busing of students from the racially imbalanced schools to other schools.
   e. Requiring the so-called reverse busing.
   f. Using racial balance as a criterion in site selection and school additions.

[1]Information secured from Dr. Richard Hansen, Acting Superintendent prior to July 1, 1964.

g. Considering racial balance in feeder patterns for junior and senior high schools.
h. Recruiting personnel from minority groups.
i. Providing various methods of compensatory educational and integrated educational experiences.

4. We find no evidence of discriminatory practice on the part of the school administration in regard to teacher placement, supplies and equipment, and maintenance of buildings.

RECOMMENDATIONS

1.

The committee recommends that the Board of Education work to correct racial imbalance because of the excessive and undemocratic burden it imposes upon minority group children and because of the wholesome and useful educational experience which it denies to majority group children.

2.

We urge the Board of Education to re-affirm its position which unequivocally places the St. Paul Board of Education on record as favoring equal educational opportunities for all. We further urge the Board to adopt a policy, recognizing that integrated education is good and desirable and therefore is a part of the public policy of the St. Paul Board of Education.

3. Open Enrollment

a. An extension of the special permit program is recommended for the express purpose of relieving racial imbalance. Children should be permitted to enroll in any school where there is room, whatever their residential district, whenever such enrollment would tend to relieve racial imbalance.
b. Vacancies should be publicized so that parents may be made aware, by grade and by school, where transfers for the above reasons may be permitted. Transportation of such transferred students would be the responsibility of the parents.

4. Transporting Students

Transporting students to and from school sites at public expense has become a part of the American method of providing quality education for children in certain areas. Especially has this method been used in rural settings. Busing is now being used in St. Paul to relieve overcrowding, to transport handicapped children, and for other special services.

a. While we recognize busing as a valid and useful concept, as noted above, we do not at this time recommend transporting students at public expense as a means of correcting racial imbalance in St. Paul schools. Neither do we wish to have the matter foreclosed, since future requirements may make busing necessary.
b. Parents who at their own expense, as noted in No. 3 b. above, wish to transport their children to schools where there are vacancies are, of course, free to do so.

5. Redistricting and Reorganization

a. We recommend that as a general policy every effort should be made to utilize the process of redistricting to correct racial imbalance.
b. We recommend the Board of Education restudy all school boundaries and make changes, where possible, to lessen racial imbalance before the beginning of the 1965-66 school year, even where traditional boundaries such as busy streets, railroads, and hills are involved.
c. There are a number of elementary schools in the area of the Maxfield and McKinley Schools. The committee recommends that school boundaries be materially altered insofar as possible to relieve racial imbalance in these schools. The committee recognizes that such alterations of school boundary lines will necessitate increasing the number of Negro students in the other schools in the area.
d. The committee further recommends that new methods of organization, apart from the 1-6 graded class structure, be explored in order to initiate programs to alleviate racial imbalance as well as to improve the quality of education.

6. Construction of New Schools and Additions

a. Site selection and construction of new schools and additions should be viewed as a means to correct racial imbalance in the public schools. Selection of sites which provide no relief in this respect should be avoided. (See Appendix D 6.)
b. When new elementary schools are constructed they might be planned to accommodate larger populations than currently attend such schools so that a more widely representative pupil population might attend them.
c. The Board of Education should examine the feasibility of the eventual conversion of schools in racially imbalanced areas to administrative uses, central libraries or special purpose uses.

7. Faculties and Administrative Staff

a. It is considered desirable that qualified persons of identifiable minority or ethnic groups should be employed on faculties of all schools and in all staff positions—superintendents, nurses, social workers, librarians, custodians, cafeteria employees, and researchers.

b. Personnel from minority groups should be recruited for service in the St. Paul school system. Present efforts in this respect should be increased.

8.

The Board of Education should establish a Human Relations Committee composed of members of the present School Advisory Committee of the St. Paul Council of Human Relations, school administrators, faculty members and other citizens which should report regularly to the Board on matters affected by racial imbalance.

9.

Feeder patterns should be studied and new patterns adopted so that racial imbalance in junior and senior high schools will be corrected. Specifically, steps should be taken by the fall of 1965 to correct the boundaries for Marshall Junior High School.

10. Intergroup Education Programs

a. Institutes and continuing inservice training programs in intergroup relations should be provided for all school personnel.

b. Modifications in the curriculum should be designed to improve the perceptions by majority groups of minority groups. We recommend that textbooks and materials that misrepresent or ignore the contributions of minority groups be replaced with textbooks and materials that properly treat the subject.

c. Approved extracurricular activities should be encouraged in order to provide experiences in democratic association.

11. Upgrading Education

a. It is the belief of this committee that the conditions of de facto segregation and of cultural disability overlap in their effect upon many St. Paul children and that therefore measures to relieve racial imbalance must go hand in hand with upgrading of educational services in order to attack effectively the problem facing minority children. (See Appendix C 2.)

b. Until such time as racial imbalance is corrected, we recommend a Higher Horizons Program as well as remedial help, cultural enrichment activities and nursery schools to ease the excessive burden racial imbalance imposes on minority youngsters and to make integration more acceptable to the majority group. The establishment of educational parks or campuses, as methods of providing more education of a high quality should be considered. If school funds are insufficient to institute an adequate program, we recommend that the Board mobilize private and voluntary resources to aid in implementing such a program.

12. Incentive Education

a. Encouragement should be given to minority group pupils so that they might aspire to full participation in American society in accordance with their own abilities.

b. Special effort should be made to induce minority group students to enter the teaching field.

c. Capable and competent personnel from minority groups should be provided at all levels among school employees to serve as an incentive to minority group students to emulate them.

d. Counselors in elementary and secondary schools should give special attention to assisting pupils who are disadvantaged because of racial prejudice, ethnic origin, or lack of economic well-being so that they might be aware of the full range of employment opportunities open to them and the necessity of preparing for such opportunities.

13.

We recommend that the Board of Education and the administration carefully study recent state and federal legislation with a view to determining whether funds to implement recommended programs can be made available.

14.

Because of continuing changes in school population and personnel, we recommend that a biennial study of the problems of racial imbalance be made by the Board of Education so appropriate measures can be taken to achieve integrated education in the St. Paul schools.

15.

We recommend that an annual progress report relative to the implementation of these recommendations and other efforts be published by the Board of Education.

IMPLEMENTATION RECOMMENDATIONS

1. We recommend that the Board of Education make an analysis of its monetary needs to finance the recommendations in the CRISP report and, if it is found that there are not sufficient funds from any and all current sources to underwrite the cost of these additional services, that the Board of Education submit a proposal to the Saint Paul City Charter Commission to amend Section 201 of the City Charter so as to make available receipts and revenues and authority to increase school expenditures.

2. We recommend that the Board of Education, in the implementation of the CRISP report, through the superintendent of schools and the publication division, should give ample publicity to each of the recommendations contained in the CRISP report through the utilization of the following media: radio, television, daily newspapers, labor press, neighborhood and suburban weeklies and school publications.

3. We recommend that the school superintendent, through the school principals, should conduct meetings to fully acquaint the teaching staff with the report and recommendations and the methods to be utilized in the implementation of the CRISP report as it concerns each of the schools within the system.

4. We recommend that the Superintendent of Schools, through the school principals, should be responsible for the submission and the discussion of the CRISP report at each of the Parent-Teacher Association meetings.

CONCLUSION

Having made a thorough study, and having obtained the views of scores of citizens of this area, the Committee on Racial Imbalance in St. Paul has now been able to formulate and agree (with the exceptions noted below) upon the Findings and Recommendations detailed above. The committee believes that problems of racial imbalance in St. Paul can be solved and that the implementation of its recommendations will go far toward the solution of these problems. The committee is fully aware, however, that problems of racial imbalance change as other factors change, including housing patterns, employment patterns, and changes in the economic life of the community. The committee is therefore aware that a solution which might be adequate today cannot stand indefinitely without change. It is for that reason that among the recommendations a constant review of this question is requested.

The committee believes that if problems of racial imbalance cannot be solved in St. Paul, then it is doubtful that they can be solved anywhere in this country. It believes that the salient fact that the numbers and percentages of people affected by this problem in St. Paul are lower than in many other places should give us grounds for reasonable optimism regarding a final and complete solution to these problems in St. Paul.

The committee therefore submits its report in belief that its recommendations will be implemented by the Board of Education and that such implementation of the recommendations will be a step forward in the solution of the problem which the committee was appointed to investigate.

The committee acknowledges gratefully the services of many people who have aided it in its search for information and wishes to give special acknowledgment to the excellent secretarial help given it by Mrs. Caroline Dock and Mrs. Jean Lynes.

Respectfully submitted,

Dr. John C. Schwarzwalder
Chairman

Rev. H. C. Bradshaw,
Vice Chairman

Mrs. Richard F. Hunt
Secretary

Mrs. Harry L. Bratnober
Mrs. Marvin C. Chelgren
John W. Connelly
Rev. J. F. Del Pino
Frank D. Marzitelli
John J. McNeely

Dr. James H. Reeves, Jr.
Mrs. Joseph B. Richardson
Waverly G. Smith
Dr. Maurice Straus
R. H. Thomssen, Jr.
Adolf T. Tobler

REFERENCES

1. Oliver Brown, Mrs. Richard Lawton, Mrs. Sadie Emmanuel, et al., Appellants, vs. Board of Education of Topeka, Shawnee County, Kansas, et al.
2. Conference of Southern Negro Educators, *It Was The Right And Moral Thing To Do.* Phelps-Stokes Fund, 1964.
3. Citizens' Committee, Berkeley Unified School District, *De Facto Segregation in the Berkeley Public Schools,* Fall, 1963.
4. Appendix to Appellant's Briefs, Brown vs. Board of Education, "The Effects of Segregation and the Consequences of Desegregation: A Social Science Statement."

CONCURRING REPORT WITH MAJORITY REPORT

"I agreed to approve the report in order not to delay the committee, but the findings and recommendations have been given insufficient review and discussion."

Howard Guthmann

MINORITY REPORT

I agree with the findings of the committee that racial imbalance exists in the St. Paul Public Schools. I also agree with the statement of the committee that this racial imbalance imposes an excessive and undemocratic burden upon the minority children and denies a wholesome and useful education experience to majority group children.

However, I, a minority in CRISP, do not agree that the solutions offered can achieve the results called for by the findings of the committee. I therefore submit the following recommendations, as a minority report. These recommendations are by no means the ideal as I see it, but are submitted as practical and workable solutions that would help eliminate racial imbalance in the St. Paul Public Schools:

Redraw, for the purpose of racial balance, boundaries of Marshall Junior High School and Ramsey Junior High School.

Make Maxfield a special school (close Crowley).

Close McKinley.

Transfer, at city expense, Maxfield and McKinley children to under-utilized schools for the purpose of achieving racial balance.

The above four recommendations are offered as temporary solutions until such time as housing patterns in St. Paul make artificial racial balancing unnecessary.

Mrs. Lonnie O. Adkins
September 4, 1964

APPENDICES
A to H

APPENDIX A

RESOLUTION OF APPOINTMENT

BE IT RESOLVED, that the following persons be appointed to a citizens' committee to study racial imbalance in the St. Paul Public Schools:

Chairman, Dr. John C. Schwarzwalder
1334 South Mississippi River Blvd.
Mrs. Lonnie O. Adkins
919 Carroll Avenue
Reverend H. C. Bradshaw
2113 Carroll Avenue
Mrs. Harry L. Bratnober
1175 Davern Avenue
Mrs. Marvin C. Chelgren
676 Arlington Avenue East
John W. Connelly
1575 Wheelock Ridge Road
Reverend J. F. Del Pino
631 St. Anthony Avenue
Howard M. Guthmann
815 South Fairview Avenue
Mrs. Richard F. Hunt
1148 Edgcumbe Road
Frank D. Marzitelli
1444 North Victoria
John J. McNeely
1874 Highland Parkway
Dr. James H. Reeves, Jr.
2226 Scudder Street
Mrs. Joseph E. Richardson
1652 Marshall Avenue
Waverly G. Smith
2266 Goodrich Avenue
Dr. Maurice L. Straus
558 Montcalm Place
R. H. Thomssen, Jr.
1430 Edgcumbe Road
Adolf T. Tobler
915 Edmund Avenue

Adopted: June 2, 1964
Signed: Mrs. Fred L. Paul
Vice President, Board of Education
Dr. Richard Hansen
Acting Superintendent of Schools

APPENDIX B

STATEMENT OF
MR. ROBERT H. TUCKER
President, St. Paul Board of Education

During the past few years, increasing concern has been given to racial imbalance which exists in many schools throughout our nation. In St. Paul, as in many other communities, the concentration of minority groups in certain schools and the related problems are the products of historical forces and residential patterns which have operated within the city for many years. They are not the result of educational policies or procedures of the Board of Education or the administrative staff. However, as long as minority groups live in concentrated areas, schools will be faced with the difficulties associated with this imbalance. This is a matter which demands the attention of the entire community.

The philosophy of the St. Paul schools recognizes the dignity and intrinsic worth of each student and his consequent responsibilities to himself and to society. The instructional program is developed on the concept of individual differences—that each child is unique and follows his own developmental plan. The differences in children are created by a multitude of factors which operate in a complexity of patterns. His learning patterns are influenced not only by the potential with which he was endowed but also they are affected by physical, social, economic, and cultural circumstances.

Recognizing these differences and the influences that affect them, it is the task of the school to assist each student, insofar as possible, as far along the educational path as he is willing or able to go. He must attain the knowledge, skills, habits, understandings, and appreciations essential for his own welfare and his role as a responsible citizen. There must be constant evaluation of the educational program to make certain that this goal is achieved for all segments of the school population. Any factor which may affect adversely the education of a sizeable number of children must be investigated.

The residential pattern of the Negro minority and its effect on the population of specific schools has been a concern of the Board of Education. Early this year, the Board employed the Bureau of Field Studies of the University of Minnesota to study and make recommendations in regard to the Cathedral-Dale-Selby area of the city.

Another step was taken by the Board of Education on March 17th when it initiated a "sight count" to learn the extent and nature of student dispersion of Negro and other minority groups throughout the school system. This count will ascertain the degree to which racial imbalance exists in our schools.

Today, the Board of Education is taking a further step. Acting in behalf of the Board, I have requested the St. Paul Citizens' School Committee to assume the responsibility of recommending individuals to serve on a citizens' study committee. The task of this committee will be to investigate and examine the many and various aspects of racial dispersion. Specifically, it will be assigned:

1. To investigate the effects of racial imbalance on education of students.
2. To make recommendations as to the solution of educational problems that may be found to be associated with racial imbalance.
3. To suggest ways in which the Board of Education may work with the community in implementing these recommendations.

In issuing this request, the Board of Education was guided by its basic responsibility of providing the best educational experiences for all children. St. Paul citizens continually have demonstrated their willingness to meet educational issues. Community attention to this problem is essential to the welfare and progress of our city.

April 30, 1964

APPENDIX C

REPORTS OF SUBCOMMITTEES

1. School Facilities

On July 28, 1964, the subcommittee visited Como Park Junior High School, Hancock Elementary School, Hill Elementary School, Marshall Junior High School, McClellan Elementary School and McKinley Elementary School. The subcommittee's findings are as follows:

A. The present rotation plan of painting and other full scale maintenance has proven satisfactory. Under the present system, each school in the school system receives such maintenance once every eight to ten years.

B. The conversion from drop-cord lighting to fluorescent lighting is still under way. Approximately sixteen to seventeen schools in the school system are without flourescent lighting.

C. The school system is presently utilizing the existing thirty-two portable units at various locations throughout the school system. Two of these units are being used at McKinley Elementary School and two at Marshall Junior High School. Each unit has one classroom capable of affording thirty to forty students.

D. The scientific equipment utilized in the junior high schools appears to be uniform and adequate. The area provided for use of the equipment is larger in the Como Junior High School which was built in 1955, than in Marshall Junior High School which was built in 1926.

In conclusion the subcommittee is of the opinion, based upon its study, that each school visited has comparable facilities to schools of like age and each is properly maintained. This is no indication of any disparity of facilities or maintenance on the basis of a school's location within the school system.

Respectfully submitted,
John W. Connelly, Chairman
John J. McNeely
R. H. Thomssen, Jr.
Adolf T. Tobler

2. Upgrading Students

I. Introduction

Clustered in large cities throughout the nation are many families whose children are severely hampered in their schooling by a complex of community, home and school conditions. The families of these children live for the most part in low-cost public housing, in overcrowded, sub-standard, multiple dwellings, or in single or two-family homes in neighborhoods which are undergoing a downward transition. All races are among this group.

These families are sometimes referred to as disadvantaged or culturally deprived or as of low socio-economic background. They have good standards and values, may be close-knit with love and caring. [1]"But always, there is a common denominator: Not enough. Not enough income, information and skills to get along successfully; no precedent for success; insuffi-

[1]Passow, A. Harry, editor of *Education in Depressed Areas*, p. 299.

ciencies of many sorts. The child reflects this. He is poorly prepared and poorly motivated for school. School has never seemed important for his family or for him." So education for these children is greatly complicated.

Close to one third of the children enrolled in America's fourteen largest school systems fall into this category; Dr. Richard Hansen suggests that this ⅓ figure is probably an accurate estimate for our city. [1]In 1948 there were approximately 10,000 severely disadvantaged children in St. Paul.

II. What is St. Paul Doing to Aid These Children?

[2]The efforts of the school administration in upgrading are aimed primarily at the culturally deprived child; usually this coincides with the schools where there is a concentration of Negroes.

A. An attempt has been made to keep class size down. See the following tables:

CLASS SIZE

Elementary Schools

YEAR	DREW	HILL	JACKSON	LINWOOD	McKINLEY	MAXFIELD	WEBSTER	CITY
1955-56	31.8	*29.6	30.9	31.3	*28.8	*30.6	*28.2	30.9
1956-57	31.3	*28.6	31.6	31.6	*30.2	30.7	*29.6	30.5
1957-58	31.6	31.5	33.4	31.0	31.6	31.0	31.1	30.3
1958-59	31.4	31.3	32.4	32.4	31.1	30.9	30.7	30.4
1959-60	32.3	30.9	32.8	31.1	*29.5	32.5	31.8	30.3
1960-61	31.7	31.3	33.4	31.2	31.3	31.1	32.4	30.4
1961-62	31.3	29.8	32.9	32.7	*28.8	*28.5	30.6	29.6
1962-63	30.5	*28.9	31.4	31.5	29.7	29.6	30.6	29.6
1963-64	30.2	30.8	30.6	31.3	29.6	*29.1	*29.1	29.4

Average Class Size
Junior High Schools

Year	Junior High School Average	Marshall	Year	Junior High School Average	Marshall
1955	29.5	*28.0	1960	29.8	*27.3
1956	29.0	*27.0	1961	29.5	*27.1
1957	29.7	*27.2	1962	29.5	*27.0
1958	29.2	*27.3	1963	29.1	*26.5
1959	29.5	*27.1			

*Below City Average.

In four of the above elementary schools, serving a number of children from low socio-economic areas, classes have been sporadically smaller than they have been in the average elementary school in the city.

Since 1955, classes at Marshall have been consistently smaller than they have been in the average junior high school in the city.

B. When it appears necessary (usually in the judgment of the principal) fees for activities are waived.

C. St. Paul assigns social workers more heavily in low socio-economic areas when (in the view of the principal) such is desirable. (Usually such areas have a high percentage of social problems.) The formulae used in assigning social workers is not available at this time.

D. Last year a school psychologist did special work with a group in motivation seeking ways to motivate toward higher attainment. Toward this end, the Maxfield Principal has been inviting successful Negroes to speak at assembly programs. (Low aspirations and insufficient motivation are characteristic of many children in low socio-economic areas.)

E. Last year a teacher, unassigned as to regular classroom duties, was assigned to Maxfield to deal with learning difficulties; this was found to be quite helpful.

F. The St. Paul School System has special instruction teachers who have a small number of youngsters to train as sort of a second kindergarten—effect is to give child extra preparation for the first grade. One such teacher was at Maxfield last year.

[1]Information given by Dr. Beulah Compton, U. of M. School of Social Work; figure based on the number of children in the Family Centered Project of St. Paul. Eighty per cent of families studied were second generation disadvantaged St. Paul families.

[2]Information secured from Dr. Richard Hansen, Acting Superintendent prior to July 1, 1964.

G. The Adult Education Department conducted an eight-week program to teach wives and mothers (25 participants) at the Roosevelt Homes to make more and efficient use of money and materials available to them. College girls operated a nursery (8 to 10 children) so mothers could be free to attend classes. The Housing Authority and the Adult Education Department felt the program was helpful and fruitful; the latter wishes to expand it.

H. Last year students at McKinley participated in a remedial reading program at Dayton Avenue Presbyterian Church. Education students at area colleges assisted. Teachers felt that participants' reading improved.

I. The Council of Jewish Women (with State and City aid) plans to operate a nursery school at McKinley starting this fall. This program will be designed to provide advance preparation for school.

J. [1]The American Association of University Women conducted a remedial reading program this summer for forty children from Hill and Webster Schools. The reading level of participants was increased considerably.

III. What are Other Cities and States Doing?

Virtually all school systems with a sizeable number of disadvantaged children have made some effort to meet the needs of these pupils. Our investigation could not cover all cities; however, several of better known efforts are covered.

A. Berkeley

1. Summer schools are provided for remedial help and cultural enrichment in five schools.
2. Nine parent nurseries for 3 and 4 year-old children meet five days a week for three hours each day. These centers are open to all; however, neighborhood children are given first choice.
3. The School Resource Volunteer Program is available to all schools. College and University students, and other qualified, interested adults assist individual children.
   a. High school level—assist with science, English and foreign language.
   b. Junior High level—assist in classroom, home study center with individual help, noon concert series and bookstore sells paperback books.
   c. Elementary—help in classroom with emphasis on reading, math and language arts; assist teachers of mentally retarded; staff school library; help with after school enrichment in science, drama, art and math; operate bookstore and supervise playgrounds.
   d. Department of Education conducts a Camp School for some youngsters.
   e. System offers a preventive remedial reading program—full time in three elementary schools and half-time in others. Up to four hours special help per week is offered individually or in small groups. Fee is $.75.
   f. Other valuable projects are homework clinics, motivational projects, teacher training and research projects.

B. Detroit—(Detroit is one of ten cities participating in the Great Cities Gray Areas School Improvement Program, which is designed to accelerate the achievement of all disadvantaged children and to develop in them the competencies necessary for successful living in today's world. Four elementary schools, two junior high schools and one senior high participate in the program.)

1. Work was done with Teachers.
   a. Provided work shops (on Saturdays and in summer on salary) and in-service training for teachers. Felt it important that teachers believe in the universal learning ability of all mankind regardless of socio-economic conditions.
   b. Also as a result of work with teachers some team teaching was started, non-graded primaries were instituted in two schools and blocktime and core classes were instituted in some junior high schools.
3. Added resources were provided to combat corrosive influence of emotional and physical poverty of students.
   a. Additional personnel provided to aid children with pronounced reading, speech and arithmetical difficulties, and to help develop stronger ties and understanding between family and school. Community agent was hired to act as liaison between school and community and to work with clubs, community councils and parent groups. Each school was assigned a visiting teacher.
   b. After school projects and evening programs, clubs, remedial and enrichment classes were provided.
   c. Schools were given an extra $350.00 to $450.00 yearly for purchase of small supplies and materials not otherwise available.
   d. Funds were provided for bus trips to farms, parks, museums and the like.
4. Work was done with Parents and the Community. Attempt was made to make schools

[1]Fowls, Jerry—Capital Community Services *Education in Depressed Areas.* p. 319.

true community schools—open from 8:00 a.m. till late at night.

a. Free clubs and classes of upgrading nature were offered to parents who responded to schools' invitation.
b. Informal groups, clubs and classes were organized around parents' expressed needs.

Parents asked for and received reading and arithmetic as wanted to assist their children with studies.

5. Schools Cooperated with Agencies (Public and Private).
   a. In cooperation with neighborhood service organization a day camp was conducted at one school for emotionally disturbed youngsters.
   b. Schools used YWCA and YMCA facilities and buses.
   c. Schools used Detroit Parks and Recreation Department facilities.
   d. The school's use of public library facilities was increased by shuttle busing children in library caravans. (Parents served as assistant librarians on these ventures.)
   e. Schools cooperated with Department of Health to complete physical exams for children.
6. Results.
   a. Data is in the process of being analyzed and interpreted.
   b. [1]Subjective evidence shows:
      (1) I.Q. increased in certain situations;
      (2) that achievement scores were materially effected by specialized coaching and enrichment programs;
      (3) that parent participation in school programing was far beyond expectations;
      (4) that public and private agency involvement and cooperation increased rapidly as these agencies came to know the objective of the project.
   c. [2]Marburger states, "We believe that a considerably larger number of children attending project schools will leave them with positive self-images, higher goals, greater scholastic achievement, and improved citizenship."

C. Compensatory Programs in New York
1. Demonstration Guidance Project.
   a. Aim—to develop an effective program to assure every child the educational opportunities and stimulation consistent with his intelligence and potentialities sponsored by the Board of Education, College Entrance Examining Board, National Scholarship Service, and Fund for Negro Students. 717 students (with latent academic aptitude) in 3 grades of one junior high school participated until completion of high school.
   b. Following things were done:
      (1) Students were placed in small classes.
      (2) They were provided with small group tutoring and intensive counseling, and clinical services of part-time psychologist and social workers.
      (3) Participants were encouraged to improve scholastic achievement.
      (4) On senior high level special orientation and preparation for college and jobs were given.
      (5) Students took part in a very wide range of cultural activities—theatre, concerts, ballet, museums, trips to Washington, D. C. and many others.
      (6) Faculty conferences, faculty meetings, and preparation of extensive guidance materials were a regular and continuing feature of the project.
      (7) Special steps were taken to interpret programs to parents.
   c. [3]Results.
      (1) Medial reading ability of 700 students increased (from one year and four months below average) to 3 months above average.
      (2) I.Q. test showed an average increase in verbal I.Q. of 7.7 points.
      (3) There was a tremendous difference in achievement between graduates of junior high—43 who went to school before the project began and those who entered afterwards.
      (4) A by-product of the project was a marked improvement in attendance and a decline in delinquency and misbehavior in junior high school.
2. In 1959 the pilot Demonstration Guidance Project was extended with modifications and on a limited basis to other schools in New York under the name of *Higher Horizons*.
   a. The goal is better education and wider fields of choice for disadvantaged children.
   b. *Higher Horizons* entails guidance, teacher training, cultural experiences, cultural enrichment and adaptation, remedial service, parent and community education and inspiration.
   c. Program involves 64,075 pupils in 52 elementary, 13 junior high and 11 high schools.

[1] *Education in Depressed Areas*, p. 319.
[2] Ibid, p. 320.
[3] "De Facto Segregation in the Berkeley Public Schools"—report of a citizens' committee, 1963. P. 24.

d. Results—preliminary estimates are encouraging; a full evaluation due in 1964.

D. Israel's method of helping the disadvantaged Oriental Jew (convinced all, even mentally retarded can be taught.)
   1. Objectives—to encourage the development of an intellectual elite among Oriental Jews; promote a group that will continue through high school and college and placement of the successful in jobs of responsibility.
   2. Established a governmental policy of state protection regarding the Oriental Jew.
   3. Established free nursery schools starting at age 3.
   4. Provided for social workers to consult with prospective parents on methods of communicating with their children.
   5. In first and second grade emphasis is placed on reading.
   6. 7th through 9th grades receive special instruction.
   7. A very special program is offered to the talented or superior student (top 25%).

IV. Summary

A. Our investigation showed that disadvantaged youngsters can be helped by:
   1. Additional resources—materials; personnel to operate preventive and remedial programs and assist with counseling and social problems.
   2. Additional training for teachers—in-service programs that help teachers respect disadvantaged children, understand their difficulties, and offer practical ways of coping with these difficulties.
   3. Stronger ties and better understanding between family and school.
   4. Cultural enrichment programs—visits to museums, zoos, libraries, concerts, etc.
   5. Use of unbiased texts and (on elementary level) texts that deal with working class families residing in urban neighborhoods.

B. Resources Used:
   1. Additional funds from Board of Education.
   2. Existing community agencies and organizations.
      a. Facilities of public and private agencies.
      b. Funds and personnel from civic organizations.
      c. Volunteers.
   3. Foundation funds.

V. Suggestions and Conclusion for St. Paul

We know that the Department of Education is aware of the problems involved in educating many of the youngsters from low socio-economic areas, and we are proud of its accomplishments. The following suggestions are made with the hope that the Department will broaden its activity in this increasingly important field. Based on our study, it is our belief that upgrading would be aided by:

A. *A well-planned and coordinated program—*

Inasmuch as planning and coordination is necessary to assure the best possible use of available resources, we suggest that an individual (one with initiative and an interest in this field) be given the responsibility of broadening and coordinating an upgrading program.

B. *Reduction in class size—*

This is a most important consideration in upgrading students. To accomplish this, we recommend the transportation of students from over-utilized schools to under-utilized ones. This technique has been effective in reducing class size at Marshall, and would not be as expensive as erecting new buildings.

C. *Recognition and rewards for staff members who successfully teach or work with underprivileged children—*

Teaching these youngsters is a demanding job (one that requires exceptional devotion and energy for success) therefore, teachers and other workers should know that their efforts are highly prized. The administration can give public recognition for jobs well done by giving awards, and through ceremonies and publicity.

Since the heart of the educational process is found in the skill and dedication of the teacher, we suggest that the Department seek out teachers and student teachers with initiative, and offer them the challenge of aiding our society by teaching in disadvantaged areas.

D. *In-service training that concentrates on the problems and suggested methods of handling the difficulties of youngsters in low socio-economic areas—*

Workshops on the problems of specific schools have been found to be of special assistance. Since the number of disadvantaged is increasing, we suggest that the Department of Education use its influence to get area teacher-training institutions to require a course that would prepare students to instruct adequately in disadvantaged schools.

E. *Broader cultural enrichment program—*

Visits to libraries, museums, zoos, theaters, etc. We suggest that the Department of Education seek financial assistance (for this purpose) from community organizations and individuals if sufficient money cannot be secured from school funds.

F. *Increased remedial help—*

If it is not possible for the Department to finance adequate assistance of this nature, we suggest the use of college students and other capable volunteers. Much, it seems, could be accomplished in tuition-free summer schools. The AAUW project at the Capitol Services Centre is an example of what can be done on a broader scale.

G. *Emphasis on nursery and kindergarten levels—*

Because problems of the disadvantaged are best combated at the preschool and kindergarten levels, we suggest that all possible means be employed to help youngsters at this stage of development. The planned project at McKinley (partially financed by the State) should do much to prepare participating youngsters for school; it would be helpful if all disadvantaged youngsters could have this type of preschool experience.

H. *Increased budget allowance for disadvantaged schools—*

We believe that each of these schools should have a special fund that can be used to purchase additional books and other small items that are needed to combat the corrosive influence of poverty.

I. *Increased social services—*

If the supply of visiting teachers is inadequate to meet the social needs in these areas, perhaps greater use can be made of public and private agencies; the latter, especially, should be able to assist as they are more flexible since their responsibility is not defined by law. In short, we suggest that the Department of Education plan a program (that is adequate) to meet the needs of the disadvantaged children, and aggressively seek the aid (when necessary) of private sources, foundations, community organizations, state, and federal agencies in implementing it.

[1]"One of the greatest challenges facing the United States today is that of giving all Americans a basis for living constructively and independently in the modern age. . . . To give all people a fair chance to meet the challenge of life is both practicable and American. Equality of opportunity cannot be guaranteed by any single institution. But the school can have a profound influence in this direction. It reaches nearly all Americans; it reaches them when they are young and most subject to important changes; and its very reason for existence is to help them develop. . . . The difficulties confronting these schools are formidable. But as experiments have demonstrated, schools themselves can do much to overcome them."

[1]"Education and the Disadvantaged American," Educational Policies Commission.

Subcommittee on Upgrading:

Mrs. Lonnie Adkins, chairman
Mrs. Marvin Chelgren
Mrs. Richard Hunt
Dr. Maurice Straus
Mr. Waverly Smith

3. Implementation of Recommendations

Under date of August 10, 1964, the Chairman appointed the following members to a committee to suggest ways and means of implementing those recommendations which may be made by the CRISP Committee to the Board of Education:

Frank D. Marzitelli, Chairman
Adolf T. Tobler
Waverly Smith

This committee has had two meetings and now begs leave and recommends the following:

That the Board of Education make an analysis of its monetary needs to finance the recommendations in the CRISP report and, if it is found that there are not sufficient funds from any and all current sources to underwrite the cost of these additional services, that the Board of Education submit a proposal to the Saint Paul City Charter Commission to amend Section 201 of the City Charter so as to make available to the Board of Education additional receipts and revenues and authority to increase school expenditures.

That the Board of Education, in the implementation of the CRISP report, through the superintendent of schools and the publication division, should give ample publicity to each of the recommendations contained in the CRISP report through the utilization of the following media: radio, television, daily newspapers, labor press, neighborhood and suburban weeklies, and school publications.

That the school superintendent, through the school principals, should conduct meetings to fully acquaint the teaching staff with the report and recommendations and the methods to be utilized in the implementation of the CRISP report as it concerns each of the schools within the system.

The superintendent of schools, through the school principals, should be responsible for the submission and the discussion of the CRISP report at each of the Parent-Teacher Association meetings.

APPENDIX D

I SIGHT COUNT

a. Pupils

School	No. of Pupils Registered	No. of Negroes	No. of Indians	No. of Mexicans	Other Minority Groups	Other Pupils Present
Adams	453	1	2	2	3	435
Ames	688	9	3	8	0	602
Arlington	184	24	0	0	2	136
Baker	162	0	5	0	0	152
Bryant	135	0	2	2	0	124
Chelsea Heights	246	0	1	0	1	229
Como Park	483	4	1	0	0	441
Crowley	219	31	4	18	1	193
Davis	206	0	3	0	0	183
Deane	249	0	0	6	0	231
Desnoyer Park	44	0	0	0	0	43
Douglas	394	0	0	8	4	363
Drew	447	7	1	1	0	378
Eastern Heights	569	0	0	0	2	547
Edgcumbe	147	0	0	0	0	135
Ericsson	581	0	0	11	5	526
Farnsworth	519	0	0	0	0	493
Franklin	531	75	9	37	0	357
Frost Lake	448	0	0	0	0	422
Galtier	400	10	0	1	0	353
Garfield	216	0	0	31	0	181
Gordon	379	0	0	0	2	360
Gorman	395	3	0	0	0	361
Grant	309	0	0	0	0	297
Groveland Park	530	1	0	0	2	487
Hammond	199	21	3	1	0	161
Hancock	693	0	0	0	3	645
Harrison	485	0	0	2	3	458
Hayden Heights	881	0	0	8	5	857
Highland Park	398	0	0	0	0	376
Hill	547	147	0	5	2	362
Homecroft	603	0	0	0	1	563
Jackson	543	2	20	15	5	483
Jefferson	668	5	18	17	12	556
Lincoln	431	1	8	26	2	377
Lindsay	102	8	0	0	0	73
Linwood Park	581	0	0	2	2	542
Longfellow	379	0	2	2	0	343
Mann	306	0	0	0	1	284
Mattocks	310	0	0	0	1	294
Maxfield	508	445	3	0	0	31
McClellan	252	0	0	0	0	230
McKinley	604	388	18	24	2	123
Mississippi	512	39	0	19	4	405
Mounds Park	521	0	0	14	0	463

School	No. of Pupils Registered	No. of Negroes	No. of Indians	No. of Mexicans	Other Minority Groups	Other Pupils Present
Nokomis	326	0	0	0	1	313
Phalen Park	443	0	0	0	0	415
Prosperity Heights	341	0	2	0	0	325
Ramsey	331	0	0	0	5	307
Randolph Heights	482	1	2	0	1	442
Rice	230	2	1	2	0	222
Riverside	131	0	1	0	0	123
Riverview	451	0	0	75	0	321
Roosevelt	411	0	6	142	1	240
St. Anthony Park	467	1	0	0	0	435
Scheffer	228	0	4	5	0	194
Sheridan	613	1	0	0	0	565
Sibley	413	0	0	5	2	377
Smith	262	0	0	8	1	232
Taylor	107	0	0	2	0	94
Tilden	168	0	0	0	0	158
Van Buren	423	0	13	11	2	374
Victoria	195	0	0	0	0	180
Webster	779	70	10	13	4	607
Wheelock	224	0	0	0	0	213
Whittier	344	0	0	0	0	317
Total	25,826	1,296	142	523	82	22,109

School	No. of Pupils Registered	No. of Negroes	No. of Indians	No. of Mexicans	No. of Other Minority Groups	Other Pupils Present
Central	2,476	219	4	4	7	2,122
Harding	1,535	2	0	15	2	1,469
Humboldt	1,036	4	1	101	6	895
Johnson	1,854	3	0	12	1	1,743
Mechanic Arts	987	126	20	28	2	727
Monroe	1,140	1	6	17	3	1,082
Murray	956	2	0	0	1	905
Washington	970	18	1	2	1	892
Wilson	905	3	0	1	3	825
Girls' Vocational	188	5	0	6	0	177
Boys' Vocational	458	3	1	4	0	432
Total—H. S.	12,505	386	33	190	26	11,269
Cleveland	1,026	9	1	15	2	999
Como Park	1,029	126	3	9	0	825
Hazel Park	1,206	2	0	5	1	1,150
Highland Park	1,290	0	0	0	3	1,211
Marshall	771	243	14	5	4	423
Mounds Park	807	1	1	13	4	743
Roosevelt	375	13	3	94	5	260
Total—Jr. H. S.	6,504	394	22	141	19	5,611
Grand Total	19,009	780	55	331	45	16,880

b. Personnel

Certificated

	No. of Negroes	No. of Indians	No. of Mexicans	Other Minority Groups	All Others	Total
Central Office	0	0	0	0	95	95
Senior High School and Vocational	5	0	1	1	527½	534½
Junior High School	7	0	0	0	301½	308½
Elementary	17	1	1	1	862½	882½
Total	29	1	2	2	1,786½	1,820½

Civil Service

	No. of Negroes	No. of Indians	No. of Mexicans	Other Minority Groups	All Others	Total
Health Service	0	0	0	1	74	75
Office and Clerical	4	0	1	0	213	218
Janitorial, Maintenance, Craftsmen, and Trades	15	0	1	0	374	390
Cafeteria	0	0	0	0	141	141
Total	19	0	2	1	802	824

II ELEMENTARY SCHOOL ROOMS, CAPACITIES, AND ENROLLMENTS

Elementary Schools	Kdgn. Rooms	Kdgn. Capacity[1]	1963-64 Actual Kdgn. Enrollment	General Classrooms	General Capacity[2]	Actual General Enrollment 1963-64	Special Type Rooms[3]	Total Enrollment[4] 1963-64
Adams	2	120	107	14	420	335		442
Ames	3	180	155	21	630	544		699
Arlington	1	60	74	5	150	116		190
Baker	1	60	35	9	270	134	2	169
Bryant	1	60	57	5	150	67		124
Chelsea Heights	2	120	43	14	420	207		250
Como Park Elem.	1	60	105	17	510	381		486
Crowley	2			8		219	3	219
Davis	1	60	58	6	180	157		215
Deane	2	120	58	7	210	185		243
Desnoyer Park	1	60	12	2	60	35		43
Douglas	1	60	90	14	420	298		388
Drew	1	60	72	13	390	377	2	449
Eastern Heights	2	120	133	14	420	436		569
Edgcumbe	1	60	38	5	150	108		146
Ericsson	2	120	120	14	420	443	1	563
Farnsworth	1	60	55	14	420	450	5	505
Franklin	2	120	98	21	630	442	1	540
Frost Lake	2	120	123	11	330	356		479
Galtier	3	180	132	10	300	277	2	409
Garfield	1	60	57	7	210	155		212
Gordon	2	120	78	10	300	296	4	374
Gorman	1	60	113	11	330	268		381

Elementary Schools	Kdgn. Rooms	Kdgn. Capacity[1]	1963-64 Actual Kdgn. Enrollment	General Classrooms	General Capacity[2]	Actual General Enrollment 1963-64	Special Type Rooms[3]	Total Enrollment[4] 1963-64
Grant	1	60	71	7	210	247		318
Groveland Park	1	60	157	21	630	372	2	529
Hammond				9		181	6	181
Hancock	1	60	136	21	630	567	4	703
Harrison	1	60	122	13	390	337		459
Hayden Heights	3	180	177	20	600	679	2	856
Highland Park Elem.	2	120	58	13	390	339		397
Hill	2	120	173	14	420	371	2	544
Homecroft	2	120	137	17	510	489		626
Jackson	2	120	103	13	390	428	2	531
Jefferson	4	240	142	25	750	540	1	682
Lincoln	1	60	81	15	450	371	3	452
Lindsay (SPECIAL)				7		97	3	97
Linwood Park	1	60	142	13	390	438	4	580
Longfellow	2	120	49	13	390	319	3	368
McClellan	1	60	76	7	210	165		241
McKinley	2	120	121	18	540	518		639
Mann	1	60	33	13	390	264	3	297
Mattocks	2	120	83	18	540	216	2	299
Maxfield	2	120	100	13	390	407		507
Mississippi	2	120	113	16	480	406		519
Mounds Park Elem.	2	120	108	14	420	415	1	523
Nokomis	2	120	106	6	180	227		333
Phalen Park	1	60	68	13	390	369	1	437
Prosperity Heights	3	180	69	12	360	283		352
Randolph Heights	1	60	148	17	510	339	5	487
Rice	1	60	49	10	300	190		239
Riverside	1	60	24	7	210	102		126
Riverview	2	120	95	16	480	360	1	455
Roosevelt Elem.	2	120	82	13	390	366		448
St. Anthony Park	2	120	85	12	360	396	1	481
Scheffer	1	60	34	7	210	199		233
Sheridan	2	120	176	12	360	432	1	608
Sibley	1	60	99	11	330	309		408
Smith	2	120	92	6	180	183	1	275
Taylor				4	120	111		111
Tilden	1	60	54	13	390	117		171
Van Buren	2	120	102	12	360	320	2	422
Victoria	2	120	55	6	180	139		194
Webster	3	180	191	21	630	628	1	819
Wheelock	1	60	67	6	180	160	1	227
Whittier	1	60	123	10	300	295	1	359

[1]Kindergarten capacity is arrived at by multiplying the number of rooms specifically designed for this group by 60. In actual practice, 30 per class is more of an ideal for the teacher than room size which can often accommodate more youngsters.

[2]The general capacity is arrived at by multiplying the number of general class rooms by 30. Actually many of these rooms would also accommodate more than 30 but this is taken as a somewhat ideal situation.

[3]Special type rooms include rooms which might possibly be general class rooms but which have special equipment for such things as industrial arts, music, art, home economics, library, etc. In most cases, when the elementary schools no longer have 7th and 8th grades these rooms again would be considered general class rooms.

[4]The listed enrollment is for the 1963-64 school year. Because of the building of new schools, the elimination of 7th and 8th grades at some schools, and the drawing of new attendance boundaries in some areas, a considerable shift in enrollment for some schools will take place for some schools for the 1964-65 school year.

III TEACHER QUALIFICATIONS

Educational Preparation

All staff members assigned to the five schools for which information has been requested have the required state certification. Of the 128 staff members assigned to these schools for the school year 1964-65, 90 have their bachelor degrees, 29 have training beyond their bachelor degree, this number includes 15 who have earned their M.A. or higher degree, nine do not have degrees.

Comparative data for other individual schools has not been compiled. Data obtained in December, 1963, for *all* professional staff members, including those in all administrative positions but not the 69 positions added this fall, is available. At that time the total professional staff numbered 1817—935 had bachelor degrees; 714 had training beyond the bachelor degree, including 423 who had earned an M.A. or higher degree; 168 did not have a degree. Over 150 of the teachers without degrees were 50 years of age or older.

Experience

Teaching experiences as indicated by step obtained on the salary schedule for the 128 staff members assigned to these schools as of August, 1964, indicates that: 31 are on the first or second step; 50 have had three to eleven years of experience and 47 have had 12 or more years of experience.

Comparative data for the entire professional staff of 1817 compiled in December, 1963, but not including the 69 positions added this fall indicated: 183 on the first and second step; 627 with three to eleven years of experience; and 1007 with 12 or more years of experience. It should be pointed out that the turnover in elementary schools with their larger proportion of female teachers is much more rapid than in secondary schools. This results in a greater number of younger teachers with fewer years of experience in the elementary schools.

Age

A question regarding the age of the teachers assigned to the five schools has been raised. A comparison of the five schools with the entire staff is presented below:

PERCENT OF TEACHERS IN EACH AGE GROUP

Age Group	Five Schools As Of August, 1964	Entire Staff December, 1963
21-30	34+%	25%
31-40	25 %	25%
41-50	16+%	20%
51-60	15 %	20%
61-	9+%	10%

IV TEACHER TURNOVER

In every community there are several factors that affect the turnover situations of teachers. The problem of retaining professionally prepared teachers and attracting others to the profession is becoming increasingly more difficult each year. We not only need new teachers to replace those who retire, return to homemaking etc., but we also need more to meet the increased pupil enrollment.

Nationally we find that approximately 9 per cent of the teachers will discontinue teaching in the states where they are now employed. About 19 per cent of these teachers will migrate to another state, where some will continue to teach. Another 31 per cent will leave for marriage or maternity. Some 15 per cent will retire because of age or disability. Approximately 13 per cent will leave to enter other types of employment. The remaining 22 per cent will leave for a variety of reasons. The reasons which prompt teacher withdrawals on the state and national level are also the reasons for teacher turnover in St. Paul.

The Minnesota Education Association has released figures indicating the per cent of teachers leaving the St. Paul school system in 1962-63. Figures show that in the St. Paul Public Schools the turnover rate was 4.6 per cent. The state-wide average was 13 per cent. In comparison to the larger cities in our state, our teacher turnover is relatively low in St. Paul.

To indicate this turnover in individual buildings, we have listed below the number of teachers leaving each of the following schools: Maxfield, McKinley, Webster, Hill and Marshall Junior High School. We are also giving their reasons for leaving. It is to be noted that the percentage or total number of transfers is really of less importance than the reasons such transfers took place.

Maxfield

Teacher A: Teacher requested change of grade level, and also wished to teach near the agricultural campus of the University of Minnesota.

Teacher B: Resigned because of pregnancy.

Teacher C: Requested leave of absence because of home situation. She requested to be reassigned to Maxfield upon return from leave.

McKinley

Teacher A: Teacher requested permission to teach at different grade level. Transferred to school where opening existed at grade level she desired.

Teacher B: Resigned to teach in suburbs.

Teacher C: Requested transfer to school nearer home.

Teacher D: Administrative transfer to staff of new Frost Lake School in January, 1964.

Teacher E: Teacher requested a different school, as she had been at same building for six years and felt she needed a change.

Teacher F: Substitute teacher. Replaced by fully qualified contract teacher.

Teacher G: Administrative transfer to staff of new Frost Lake School in January, 1964.

Teacher H: Teacher requested transfer to western part of city in order to be nearer home.

Teacher I: Requested transfer to northern portion of city in order to have better transportation accommodations.

Teacher J: Principal transferred by administrative staff.

Webster

Teacher A: Transferred by administrative decision to help set up new remedial reading program.

Teacher B: Contracted in late spring to complete school year at Webster, and then transferred to a permanent position in another building, as the class at Webster was closed out.

Teacher C: This teacher was a long-term substitute teacher at Webster. She was put under contract at the same school and in the same assignment, after fulfilling all qualifications for contract teaching.

Teacher D: Teacher requested to be transferred from second grade to kindergarten. She was transferred to a school where a kindergarten opening existed.

Teacher E: Requested transfer to be closer to her new home.

Teacher F: Resigned to do graduate work. This classroom was closed out.

J. J. Hill

Teacher A: Requested transfer to eastern side of city because of transportation.

Teacher B: Teacher requested transfer to school nearer new home.

Teacher C: Resigned because husband was transferred out of the city.

Teacher D: Requested full time position in one building, rather than half time in each of two buildings.

Marshall Junior High

Teacher A: Principal transferred by administrative staff.

Teacher B: Administrative transfer. Teacher accepted new assignment.

Teacher C: Resigned because of poor health.

Teacher D: Doctor recommended that she discontinue teaching physical education. Transferred to a high school where a suitable science opening existed.

Teacher E: Administrative decision. Offered him a position at a new junior high school, in order that he might assist in establishing Core program in new school.

Teacher F: Requested transfer because of "desire for a more challenging academic environment."

Teacher G: Administrative decision. Teacher accepted new assignment.

Teacher H: Principal requested this teacher to come in and set up Math and Science program for new junior high school opening this fall.

Records indicate a total of 77 elementary teachers requested transfer in the St. Paul Public Schools. Sixty-two of these were transferred as requested, which is approximately 80 per cent of requests. On a city-wide basis, this is 15 per cent transfer of teacher personnel on the elementary level.

In computing the figures for the above indicated schools, it is shown that, from a total of 114 faculty members, 12 were transferred as requested, which is a 10 per cent transfer of teacher personnel in these five schools. The percentage of teachers requesting transfer from these five schools was 11 per cent, the same as the city-wide average.

Transfers of teachers is a healthy professional plan. In his profession, a teacher grows with experience as he is permitted to meet challenges in new school situations. Teachers wishing to have a variety of experiences in many types of school programs are encouraged to transfer from school to school. For this reason, as many requested transfers as possible are made within the system.

V TEACHER PLACEMENT POLICIES

The success with which teachers are found, employed, and given professional status depends greatly on the nature of recruitment and placement practices. In order to procure and place the most competent teachers available, the Research Department offers invaluable information in predicting staff needs, thus

enabling personnel to make sound provisions for current and future employment.

Recruiting Practices

The recruitment of full-time teachers serving on a continuing contractual basis, and fully certifiable by training and experience, calls for a continuing long-term program, involving a completeness in planning and organization in the following areas:

1. Written information is distributed to candidates, explaining the aims, working conditions, certification, inservice training requirements, type of contract, conditions of service, contract benefits, retirement, salary schedule, personnel policies and character of the community.
2. Personal conversations are carried on with individuals interested in employment.
3. Recruitment is conducted on the broadest feasible geographic basis, covering mainly an area of five states. Travel is made possible to conduct person-to-person recruitment talks with college and university placement officials, and with well-qualified individuals seeking employment.
4. Periodic communication is maintained with college placement officers to establish needs and developments in local recruitment program.
5. Recruitment is conducted by three procedures: (a) by observation of candidate, (b) by application, and (c) by interview.
   a. The application form is concise, complete and clear on information to facilitate the initial screening of candidates. The assembled information is carefully reviewed, giving full documentation on preparation, training, chronology of work and experience, references, personality, academic record, and potential for success on the job. Letters of reference are solicited directly, and college credentials are made part of the application.
   b. The employment interview is conducted by at least two fully certified and experienced staff members. Attempt is made to also conduct interviews in the building where person may possibly be placed. Usually the candidate selected for a high school is employed to fill a specific position in a particular building; he is contracted for the building, rather than for the system.
   c. Whenever possible, observation of candidate in a teaching situation is desired. Services of teachers in the system and administrative personnel will make such observations. Student teaching reports are direct contacts with candidates in teaching situations.

Selection Procedures

The selection procedure is uniformly applied to every candidate prior to his appointment. During the investigation and screening, the following information is carefully obtained and thoroughly examined:

1. Competency in subject area—from transcript of credits. Prefer a candidate in upper quartile of his graduating class. Require a major in full-time teaching areas, and minor in part-time teaching areas.
2. Professional knowledge to meet state certification requirements.
3. Observation of candidate's personal fitness, reasoning ability, alertness and mental health. Examination made not to inquire how much he knows, rather to search for what he is.
4. Review is made of written evaluations and recommendations received concerning student teaching and teaching performance. Systematic and consistent search is made as regards data received from employment records, records of activities and information offered by the candidate.
5. A candidate for appointment is then recommended to the Board of Education, who has the legal power to make a contract. Appointments are made only after all phases of selection procedure are completed. They are then acted upon with reasonable expedition.

Placement Process

1. It is a basic administrative responsibility to say who goes where. This responsibility is regularly administered as a Personnel function.
2. Placement is made with primary concern for the needs of students as matched by the experience, training, and interests of the teacher.
3. Probationary and beginning teachers are placed in situations where they will have a fair chance to develop into superior teachers, and where they will have ready access to skilled supervision and guidance.
4. Careful check is made that placement provides for equitable teacher load and adequate staffing. Wherever possible, the teacher is given a choice of location.
5. A teacher is not given assignments outside the field of his preparation.
6. Policies and procedures governing transfers of teachers within the system are clearly stated, and are available in written form for all personnel.
7. The welfare of students and the program of the school system are the prime consideration in approving transfer requests.
8. Transfer is used as required to maintain a proper balance of youth, experience and specialized competence among the several schools of the system.
9. Transfer action is normally taken only after all individuals concerned have been consulted, and after general understanding is evident.

Transfer Regulations

Quotation is made from the School Code, as cited in Section 2.1-2:

"Under the limitations of the state teachers' tenure law as it exists or as it may be amended, the superintendent shall have power when necessary to transfer any member of the teaching staff from one position to another, providing such employee is eligible to the position to which transfer is made, and providing that such transfer does not involve promotion or demotion in rank or alteration of salary. Transfer involving promotion in rank or salary shall require the approval of the Board of Education. In all cases of transfer, teachers shall have the right to request return to their former school or department in a school. Any employee may request a transfer for himself or for any subordinate under his direction. Requests for transfers shall be made to the Superintendent of Schools on the proper forms in writing, and with an explanation of the reasons for such transfer."

(Note numbers 6, 7, 8 and 9 under Placement Process.)

Tenure Regulations

Quotation is made from the School Code as cited in Section 3.3:

"All persons, exclusive of the Superintendent of Schools, employed in the unclassified service of the St. Paul Public Schools, whose qualifications for employment depend upon the possession of a teacher's certificate or other certificate issued by the State Department of Education or the State Board of Education, shall be given tenure of position, and discharge or demotion shall be on the same basis as that outlined in the State Tenure Law and in the Charter of the City of St. Paul."

NON-TEACHING PERSONNEL RECRUITMENT, EMPLOYMENT AND ASSIGNMENT POLICIES

Requisition for employee is sent to the Civil Service office, indicating number of vacancies, civil service classification needed, and examples of work to be performed.

Civil Service office returns the form with the names of certified people listed.

Three prospective employees for each opening are interviewed in the Personnel Office and by the immediate supervisor of the job.

After due consideration, the form is returned to the Civil Service office, indicating person appointed and effective date of appointment.

VI POLICIES FOR SITE SELECTION

(No Arrangement by Priority)

1. Studies are made in coordination with city planning in relation to total city land use. These studies are incorporated in the school surveys which have usually been done by the University of Minnesota Bureau of Field Studies.
2. Enrollment estimates are developed, projected and analyzed in terms of their relationship to existing schools and possible need for additional schools and sites.
3. Site locations are influenced by:
   (a) Relationship to maximum use of present school plants
   (b) Centers of present and probable future populations
   (c) Safety considerations, access, and availability of public service facilities.
4. Site selection is influenced by the determination of a specific program for a specific school and the type of site needed and available for such a program.
5. Site selection is influenced by the size, availability, and cost of such sites.
6. Site selection is influenced by joint planning with the Public Housing Authority and Parks and Playgrounds Department for mutual and efficient use of a common area.
7. Site selection is influenced by the economy of early purchase of potential sites before development increases costs.
8. Site selection is influenced by the physical features connected with areas of land.

APPENDIX E

SPEECHES AND DISCUSSION GROUP REPORTS

MAXFIELD SCHOOL

Calvin Walton, Executive Secretary, Governor's Human Rights Commission

The problem of segregated education is one that can only be met with by a statement against it, not by appointing a committee. The schools that are segregated should be desegregated. Begin to attack this problem in the fall and it will be settled in three years. The issue is not what we think of Maxfield, but the basic issue is—does the Board of Education have the courage or the will to bring about integration.

I believe that there is no basic difference between a school system that is segregated because of laws or a school system that is segregated by housing. The results are the same.

Mrs. Levi Strowder, Webster School

The housing problem has caused the problem in the schools. If the schools had had the proper facilities my children would not have had to toil so hard. Maxfield is a wonderful school—others lack facilities. If the children in this area had equal facilities the problem would have been easier for the teachers, easier for the child, and the families would have had a brighter outlook.

Arthur McWatt, Teacher, Marshall Jr. High

De facto segregation creates an insular group, compounds latent hostility, and fosters rebellion and agression. Students are led into a false sense of security—they are "A" students at Marshall and "C" students at Central. There is a lack of sufficient special class teachers. Standards are dropping. It is a mistake to lump all culturally deprived children together.

Recommendations:

1. Need for two more special class teachers at Marshall
2. Bright children need to be challenged
3. The tendency in segregated schools is that the faculties are either too old or too new. They should be 50-50 and rotated.
4. Schools should have very best facilities.
5. If the teachers or principal are prejudiced, they should be transferred out of the school.

Mrs. Tommie Braddock, Maxfield

Recommendations:

1. Schools are too crowded—need more teachers
2. Need remedial reading
3. Need more social workers
4. Need more discipline on part of teachers and parents
5. Need counseling service in the schools
6. Parent-teacher conferences are good—ones that need it do not come—find some way to force them to come
7. Want well-qualified teachers

Dr. George Berry, Hill

We brought this on ourselves (the location of Maxfield School) by insisting on it being built here. The school board should have the answers—these should be made available. If the board is serious about eliminating this, they can do it themselves.

Donald Lewis, Hill School, President, St. Paul Branch NAACP

If the board had taken a step two years ago, we wouldn't have to be here tonight. In St. Paul we have the problem of *de facto* segregation. Children fail to achieve in segregated schools. Segregation causes confusion. The white children are deprived too. Segregation violates democratic principles and is undesirable for all children.

Recommendations:

1. The Board of Education review changes in housing
2. Study school expansion programs and try to prevent new segregation
3. Should have open enrollment
4. Board of Education should realize its responsibilities and adopt a policy committed to desegregation

Reverend Floyd Massey (speaking about Maxfield)

The board did not give this school willingly. It had no plans to rehabilitate this school. The PTA worked hard to get this. The school was dedicated in 1955—white and Negro went together. The freeway forced the whites out. If this hadn't been built, the kids would have been put in Hill, McKinley, and Webster. We fought for this school, period. Only way you'll get a library is to force it.

Benjamin Bryant, Teacher, Mechanic Arts High School

Recommendations:

1. Need good teachers—if we are not doing a good job, say so
2. Need well-equipped schools
3. Need good parents
4. Need smaller class size
5. Need special classes for culturally deprived
6. Need special classes for mentally retarded
7. Need adequate counselors, psychologists, and social workers
8. Need remedial reading teachers

Remarks from Parents

This school is an example of what citizens can do if we get serious. We do not have many friends down town.

No matter where people live, they should have a decent neighborhood.

We have appreciated that our children (white) are going to school with minority groups.

Parents should join PTA—it would help.

If we do not support our children, how are we to support our community?

Housing is an ill of the community itself. We are not free to go where we want.

Work more on talented children, concentrate on education for all children regardless of color.

School Board should take action.

Parents should go to the schools and see what a job the teachers are doing.

Reports from Discussion Groups

Dr. George Berry, PTA President, Hill School, presiding

Dr. Berry opened the discussion by stating his own view that the housing "ghetto" is at the base of the school problem and that until this is solved there will be no real solution for the schools. He feels that the Negro cannot find the solutions alone, but must continue to state the problem to the community. He then invited comments and suggestions from the group which came as follows:

1. There is not much of a problem at the junior and senior high level. It is the elementary school children who need desegregation. This could be partly accomplished through integrated extra-curricular activities, and through encouraging Negro parents to take their children to public places, parks, museums, etc., to "see the rest of the people." Forced integration is not a good idea.
2. Racial imbalance is the school board's problem. A forthright statement of policy should be given by the board. All children suffer from racial imbalance. Feelings of superiority are as detrimental as feelings of inferiority. Whites are apt to associate all Negroes with those Negroes who misbehave and are delinquents. This is because whites have so few opportunities to know Negroes. Busing, better site selection, and boundary changes are possible solutions. But most important is the attitude and policy of the school board.
3. The Princeton Plan was mentioned as a possible solution and was discussed. It would not be a permanent solution, but a temporary one while the housing segregation was gradually eliminated.
4. The need to teach more Negro history was mentioned. It should be a part of American History throughout the system, and should emphasize Negro leaders and contributions.
5. A vastly improved education system in St. Paul would be a better solution to all this. The question of cost was discussed.
6. The "open school" policy should be carefully considered for St. Paul.

Mrs. Harry Bratnober, Recorder

The group was very small, but they were conversant and eager to make their views known. Some of the ideas are as follows:

1. This family purchased their home near to the school and made it known to the principal at Maxfield that they would be opposed to having their children sent elsewhere.
2. One person was a former PTA president and she said that she had always enjoyed a good and fair relationship with the school staff. She felt Maxfield was a good school.
3. One person was opposed to transporting students to other parts of the city and would not like to see money spent in this manner, but felt that parents who would like to send their children elsewhere should be permitted to do so. However, again parents should assume the cost of transportation for this right of transfer.
4. The need for the best teachers and smaller classroom pupil population would be helpful for better education.
5. Felt that the PTA could play a role in making the benefits of free transfer known to the community and that parents of all children should become more active and work for a better community. Perhaps this could come about through PTA programs and through adult education classes.

Mrs. Marvin Chelgren, Recorder

APPENDIX F

EVALUATION BY STATE DEPARTMENT OF EDUCATION VISITORS

Hill School

Miss Ethyline Gustafson, Principal

Date of Visit: November, 1962

I Enrollment

Grade	Pupils	Teachers
Kindergarten	74	1 (2 sections)
Kindergarten	74	1 (2 sections)
Kindergarten	31	1
Grade I	24	1
Grade I	26	1
Grade I	26	1
Grade II	32	1
Grade II	32	1
Grade III	26	1
Grade III	26	1
Grade IV	30	1
Grade IV	30	1
Grade V	28	1
Grade V	28	1
Grade VI	34	1
Grade VI	34	1
	555	16

II Building Custodians

The Hill School is a very old brick building with wide halls. The custodians were doing a fine job of keeping the building clean and attractive. Both halls and classrooms were equally clean.

III Equipment

Most of the furniture was in good condition. Desks in the sixth grade needed to be adjusted to fit pupils.

IV Instructional Program

A. Staff

A conference with the principal when we first arrived at the school gave us a background of the community, the school and the pupils.

Pupil-teacher relationships were excellent in some classrooms.

All teachers prepare weekly plans in a plan book.

B. Classroom Instruction

Many classes were well arranged, inviting and conducive to work and study.

Materials for enrichment were in evidence and were being used.

Some teachers showed good leadership and used good, effective teaching techniques. They had good pupil attention with good response. Good concepts through comparison were developed.

Teachers in primary grades gave evidence of good planning. Their reading classes showed good results on phrases and oral expression.

In social studies classes in the intermediate grades, pupils were evaluating their oral reports for speaking well in an interesting manner, developing an audience contact, and giving accurate information.

In many instances bulletin boards were used as a teaching device. In other classrooms bulletin board displays pertained to the class work.

Chalkboards and maps were used to good advantage in most classrooms.

C. Tests

A standardization testing program was part of the school program. Tests used were those recommended for the St. Paul schools.

D. Library

Each classroom had its own supply of library books.

V Instructional Supplies and Equipment

The textbooks seemed to be modern and of sufficient quantity. Books, pictures, charts, and materials for enrichment were adequate.

VI Recommendations

A. Picture dictionaries are needed in the Primary Grades. The Rainbow and the Golden Picture dictionaries are preferred.

B. Handwriting scales are needed in each classroom. The same system should be used throughout the school. Each classroom could work for hand-writing improvement.

C. Provide additional collegiate dictionaries so that each intermediate classroom has one.

D. Reduce the class load in kindergarten and in grades 2 and 6.

E. Redecorate and mend the plaster in the gymnasium.

F. Continue to add to the supply of library books. See Manual, page 5005 (a) (b) (c).

Visited by
Margaret Matson
Percie Hillbrand

MAXFIELD SCHOOL

Mrs. Leona Winner, Principal

Date of Visit: November 28, 1962
Visited by: Marie Johnson and Grance Norgaard

I Enrollment

Grade	Pupils	Teachers
Kindergarten	92	2 (3 sections)
Grade I	29	1
Grade I	29	1
Grade I	30	1
Grade II	20	1
Grade II	22	1
Grade II	21	1
Grade III	33	1
Grade III	34	1
Grade IV	25	1
Grade IV	22	1
Grade V	39	1
Grade V-VI	22	1
Grade VI	38	1
	456	15

II Building-Custodial

This is a very fine building in every way. The custodial care given is excellent. Everyone in this building takes great pride in keeping it in excellent condition.

III Conference with the Principal

The supervisors who visited this school along with the State Director of Elementary Education met in conference with Mrs. Winner before visiting the classrooms. The greater part of our time was spent in discussing the community background and the problems facing the principal. The housing problem and the need for more playground was discussed. Mrs. Winner understands her community, is deeply concerned with their problems and had the children's interest at heart when she discussed these problems.

IV Instructional Supplies and Equipment

The equipment and supplies were modern and adequate in number for the present enrollment.

Each classroom had its own library collection. This was supplemented by additional books from the down town library.

There seemed to be an adequate supply of maps, globes and dictionaries in most of the rooms.

V Instructional Program

We noticed that the blackboards were used for assignment and some developmental work. Bulletin boards carried out the seasonal themes and in a few cases they were used for the purpose of enriching the textbook.

Due to the large range of ability, teachers were grouping children. Most of the rooms had three reading groups and these were grouped according to ability. Teachers worked slowly and exercised considerable patience with the children.

VI Testing

This school follows the testing program that is suggested by the main office. They are using the standardized tests listed for the St. Paul schools and these tests are administered at the set time. These tests serve as a guide for more intensive studies in certain areas.

VII School Day

Classes were conducted from 8:30 A.M. until 3:30 P.M. with an hour and a quarter noon intermission. Morning kindergarten was dismissed at 11:15 A.M. Grade one was in session five hours and fifteen minutes.

VIII Recommendations

The State Department of Education recommends a class load, not to exceed 30 pupils per teacher. We feel that an enrollment in excess of this number makes it difficult for a teacher to do justice to her pupils. We therefore suggest that the teacher load in grades 6, 5, 3 (2 sections) and kindergarten (2 sections) be reduced to 30 or less. The amount of money spent for library books is insufficient. If at all possible, we recommend that the expenditure per pupil be increased.

McKINLEY SCHOOL

Miss Cecelia Cullen, Principal

Date of Visit: November 30, 1961
Visited by: Marie Johnson

I Enrollment

Grade	Pupils
Kindergarten	30 (1 section)
Kindergarten	71 (2 sections)
Grade I	25
Grade I	26
Grade I	27
Grade II	29

Grade II	29	
Grade II	30	
Grade III	31	
Grade III	30	
Grade III	31	
Grade IV	28	
Grade IV	27	
Grade IV & V	23	(4-13) (5-10)
Grade V	28	
Grade V	29	
Grade VI	34	
Grade VI	33	
	561	

18 Teachers
3 Special Teachers
—
21 Teachers

A. Average teacher load
B. Underprivileged pupils from low income areas.
   1. Many children were emotionally disturbed.
   2. Attendance of children is very good.
C. Composed of Chinese, Korean, Indian, a few whites, but chiefly Negroes.

II Building

1. Old three stories, but well maintained. Two classrooms on third floor.
2. Rooms recently redecorated in two-toned colors of pleasing harmony.
3. Windows screened and new fluorescent lighting.
4. Custodians keep the building in excellent condition.
5. Most classrooms have new ceilings.
6. Full-time secretary is employed.

III Equipment

1. Most of the furniture in the two buildings is of the modern moveable type.
2. All the furniture is in good condition.
3. All the classrooms have steel files for records, reports and the cumulative folders.

IV Instructional Program

A. Staff
   1. Twenty-one teachers and principal.
   2. All teachers are properly certificated.
   3. The atmosphere throughout the building was one of cooperation and friendliness. The attitude of the teachers is excellent.
B. Classroom instruction
   1. High quality and saw excellent teaching.
   2. Soft spoken, patient, understanding teachers.
   3. Pupil-teacher relationship is excellent.
C. Tests
   1. Lorge-Thorndike I.Q. tests showed most pupils average or below.
   2. Standardized tests given are Iowa Every Pupil test of Basic Skills, Gates Reading Test, Otis Test of Mental Ability, Lorge-Thorndike test of mental ability plus publishers reading tests.
   3. Cumulative folders have been provided for all pupils.
D. Good use of bulletin boards, chalk boards. Materials on bulletins were carefully selected and artistically displayed. Chalk boards were used for class assignments.

V Instructional Supplies and Equipment

A. Texts
   1. Supply of textbooks, dictionaries and globes is adequate for this year. Some textbooks are getting old. Have continuous committee working on textbooks. Attempt to change textbooks every five years.
B. Supplies
   1. The supply of audio-visual materials such as record players, tape recorders, film strip projectors, screens, film strips and sound projectors is very good. All films have been catalogued. Director of audio-visual materials is available for help and suggestions.
   2. This school has been provided with a portable science table, some aquariums, several microscopes, science kits and additional science supplies outside of the science kits.
C. Library
   1. No central library, but each room had free reading area composed of many recent, interesting books. All rooms have reading tables and chairs.

VI School Day

A. 8:45 to 3:30 for school year 1961-62. The length of the school day for grades 4, 5, and 6 will need to be lengthened at least 15 minutes to meet the state regulations during the 1962-63 school year.

Recommendations

1. Need facilities for indoor physical education.
2. Larger outdoor play area is recommended.
3. Central library and professional librarian are needed.
4. The two fire escapes need wire netting for safety along the outside railing.
5. Pupil lavatories are in the basement. Pupils may in an emergency use lavatory in Nurse's office.
6. A few of the rooms had over 30 pupils enrolled.

Visited by
Marie Johnson

APPENDIX G

PARTIAL LIST OF THOSE TESTIFYING BEFORE COMMITTEE ON RACIAL IMBALANCE

Barringer, Eugene, PTA officer, Maxfield School
Berry, Dr. George, Parent, Hill Elementary School
Braddock, Mrs. Tommie, Parent, Maxfield Elementary School
Bradshaw, Rev. H. C., Director, St. Paul Area Council of Churches
Bryant, Benjamin, Teacher, Mechanic Arts High School
Chelgren, Mrs. Marvin, Executive Director, St. Paul Council of Human Relations
Curtin, Rev. Francis W., Director, Bureau of Catholic Charities
Earl, Mrs. James, President, St. Paul League of Women Voters
Fligelman, Stephen, President, Minnesota Council for Civil and Human Rights
Fowls, Gerald, Executive Director, Capitol Community Services
Halper, Mrs. Jerome, St. Paul Council of Jewish Women
Heyne, Richard, President, Selby-Dale Action Council
Jones, Sam H., Executive Director, St. Paul Urban League
Jordan, Hugh, Teacher, McKinley Elementary School
Lewis, Donald, Hill Elementary School, President of the St. Paul Branch NAACP
Martin, Rabbi Bernard, Mount Zion Temple
Massey, Rev. Floyd, Pilgrim Baptist Church
McDonald, James, Executive Secretary, State Commission Against Discrimination
McKay, Gerald, President, St. Paul School Committee
McWatt, Arthur, St. Paul Federation of Teachers
Onque, Mrs. Alice, Executive Director, Hallie Q. Brown Community Center
Pfundstein, Lawrence, President, Catholic Interracial Council of the Twin Cities
Phillips, Seth, Executive Secretary, St. Paul Fair Employment Practices Commission
Raskas, Rabbi Bernad J., Temple of Aaron
Scheiner, Samuel, Executive Director, Jewish Community Relations Council of Minnesota
Slater, Daniel J., Representative, 49th District South
Stokes, Phillip, President, St. Paul Education Association
Strowder, Mrs. Levi, Parent, Webster Elementary School
Tierney, Cash, Executive Director, St. Paul Board of Education
Tobler, Adolf, Executive Secretary, Trades and Labor Assembly
Walkup, Rev. John, Executive Secretary, Evangelical Council of Churches
Walton, Calvin, Executive Secretary, Governor's Human Rights Commission

An additional 15 persons spoke at the Maxfield Elementary School meeting.

APPENDIX H

PARTIAL LIST OF DOCUMENTS EXAMINED BY COMMITTEE ON RACIAL IMBALANCE, ST. PAUL

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Daubney, John E., *Opinion on Applicability of Minnesota Statutes, Section 127.08,* 1964.
Huffman, Mr. and Mrs. A. W., *Letter on Racial Equality,* 1964.

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Report on Hill School, 1962.
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New York Public Schools, *Report of Joint Planning Committee for More Effective Schools to the Superintendent of Schools,* New York City, May 5, 1964.

New York Times, *No Last Stop?,* May 17, 1964.

Rochester Public Schools, *Rochester Public Schools' Report Card on Racial Imbalance,* Superintendent of Schools, Rochester, New York, June 4, 1964.

Rose, Arnold, *De Facto Segregation,* National Conference of Christians and Jews, May 5, 1964.

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St. Paul Public Schools,
Drop Out Study, December, 1962.
Elementary School Enrollment, Special Bulletin #2, 1963-64, October 11, 1963.
Elementary School Rooms and Enrollment Capacities, 1963-64.
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